



## CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

September 25, 2002

### **S. 2998**

### **Keeping Children and Families Safe Act of 2002**

*As ordered reported by the Senate Committee on Health, Education, Labor, and Pensions  
on September 25, 2002*

#### **SUMMARY**

S. 2998 would reauthorize certain programs under the Child Abuse Prevention and Treatment Act, the Child Abuse Prevention, Treatment and Adoption Reform Act of 1978, and the Abandoned Infants Assistance Act of 1988, through 2007. These programs were authorized through 2001 and were continued in 2002 by the Department of Health and Human Services Appropriations Act, 2002. It also would extend authorizations through 2007 for some programs authorized under the Family Violence Prevention and Services Act. Most programs under that act are currently authorized through 2005.

The bill would authorize total appropriations of \$350 million in 2003. CBO estimates that total authorizations under S. 2998 would amount to about \$2.2 billion over the 2003-2007 period, assuming that annual levels are adjusted to keep pace with inflation when specific annual authorizations are not provided. (Without such inflation adjustments, the authorization total would be about \$2.1 billion over the 2003-2007 period.) CBO estimates that appropriations of the authorized levels would result in additional outlays of \$1.4 billion over the 2003-2007 period, if inflation adjustments are included.

Enacting the bill would not affect direct spending or receipts; therefore, pay-as-you-go procedures would not apply. S. 2998 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA). The bill would authorize \$350 million in grants in 2003 (\$2.2 billion over the 2003-2007 period), and a significant portion of those funds would be available to state, local, and tribal governments. Any costs those governments incur to fulfill requirements of the grants would be considered conditions of assistance and thus voluntary.

## ESTIMATED COST TO THE FEDERAL GOVERNMENT

The estimated budgetary impact of S. 2998 is shown in Table 1. The costs of this legislation fall within budget function 500 (education, training, employment, and social services).

**TABLE 1. ESTIMATED BUDGETARY EFFECTS OF S. 2998 , THE KEEPING CHILDREN AND FAMILIES SAFE ACT OF 2002**

	By Fiscal Year, in Millions of Dollars					
	2002	2003	2004	2005	2006	2007
<b>SPENDING SUBJECT TO APPROPRIATION</b>						
<b>With Adjustments For Inflation</b>						
Spending Under Current Law						
Budget Authority/Authorization Level <sup>a</sup>	254	183	183	183	0	0
Estimated Outlays	231	233	195	182	159	54
Proposed Changes						
Estimated Authorization Level	0	350	356	363	552	558
Estimated Outlays	0	39	189	282	359	501
Spending Under S. 2998						
Estimated Authorization Level	254	533	539	546	552	558
Estimated Outlays	231	272	384	464	519	555
<b>Without Adjustments For Inflation</b>						
Spending Under Current Law						
Budget Authority/Authorization Level <sup>a</sup>	254	183	183	183	0	0
Estimated Outlays	231	233	195	182	159	54
Proposed Changes						
Estimated Authorization Level	0	350	350	350	533	533
Estimated Outlays	0	39	189	278	351	487
Spending Under S. 2998						
Estimated Authorization Level	254	533	533	533	533	533
Estimated Outlays	231	272	384	460	511	541

NOTE: Components may not sum to totals because of rounding.

a. The 2002 level is the amount appropriated for that year for programs authorized under the Child Abuse Prevention and Treatment Act, the Child Abuse Prevention, Treatment, and Adoption Reform Act of 1978, the Abandoned Infants Assistance Act of 1988, and the Family Violence Prevention and Services Act. The amounts shown for 2003 through 2005 are current authorization levels for certain programs under the Family Violence Prevention and Services Act.

## **BASIS OF ESTIMATE**

S. 2998 would authorize funding through 2007 for various programs created under the Child Abuse Prevention and Treatment Act, the Child Abuse Prevention, Treatment and Adoption Reform Act of 1978, the Abandoned Infants Assistance Act of 1988, and the Family Violence Prevention and Services Act. Programs authorized under the first three acts would be reauthorized at specific levels for 2003 and for such sums as may be necessary for 2004 through 2007. Programs authorized by the Family Violence Prevention and Services Act, most of which are already authorized through 2005, would be extended at current or increased levels through 2007.

S. 2998 would authorize the appropriation of \$350 million in 2003. CBO estimates that this bill would authorize total funding of \$2.2 billion over the 2003-2007 period assuming that "such sums" amounts provided after 2003 are adjusted for inflation. If the authorized amounts are appropriated, outlays would increase by \$39 million in the first year and by \$1.4 billion over the five-year period.

Table 2 presents CBO's estimates with inflation adjustments for the various components of each title under S. 2998. Unless annual amounts are specified, CBO's estimate of authorized levels is the authorized amount for 2003 with those amounts inflated in later years. The estimated outlays reflect historical rates of spending for the affected programs.

### **Title I - Child Abuse Prevention and Treatment Act**

Title I of S. 2998 would reauthorize and revise programs currently authorized under the Child Abuse Prevention and Treatment Act. The bill also would create one new program. S. 2998 would authorize a total of \$210 million for 2003 for all programs under title I. CBO estimates the total funding for title I for the 2003-2007 period would be about \$1.1 billion, assuming adjustments for inflation, with resulting outlays of about \$650 million over those five years.

**Opportunity Passports and Other Assistance.** S. 2998 would create a new demonstration grant program to assist partnerships between public agencies and private nonprofit organizations develop and implement methods of providing financial security for youth in and aging out of foster care. Grant recipients could use the funds either to create electronic cards for youth that would contain vital information (opportunity passports), or to create individual development accounts for youth to help them pay for college and other expenses. The bill would authorize the appropriation of \$10 million in 2003 and such sums as may be necessary in years 2004 through 2007.

**TABLE 2. DETAILED EFFECTS OF S. 2998, THE KEEPING CHILDREN AND FAMILIES SAFE ACT OF 2002, WITH ADJUSTMENTS FOR INFLATION**

	By Fiscal Year, in Millions of Dollars					
	2002	2003	2004	2005	2006	2007
<b>SPENDING SUBJECT TO APPROPRIATION</b>						
Spending Under Current Law						
Budget Authority/Authorization Level <sup>a</sup>	254	183	183	183	0	0
Estimated Outlays	231	233	195	182	159	54
Proposed Changes:						
<b>Title I -Child Abuse Prevention and Treatment Act</b>						
Opportunity Passports and Other Assistance						
Estimated Authorization Level	0	10	10	10	11	11
Estimated Outlays	0	1	3	7	10	10
Child Abuse Prevention State Grants and Discretionary Activities						
Estimated Authorization Level	0	120	122	125	127	130
Estimated Outlays	0	6	59	97	114	121
Community-Based Resource Centers						
Estimated Authorization Level	0	80	82	83	85	87
Estimated Outlays	<u>0</u>	<u>6</u>	<u>19</u>	<u>44</u>	<u>73</u>	<u>81</u>
Subtotal, Title I						
Estimated Authorization Level	0	210	214	219	223	228
Estimated Outlays	0	12	80	148	196	212
<b>Title II - Amendments to Family Violence Prevention and Services Act</b>						
Family Violence Prevention and Services/Battered Women's Shelter <sup>b</sup>						
Authorization Level	0	0	0	0	175	175
Estimated Outlays	0	0	0	0	21	138
National Domestic Violence Hotline <sup>b</sup>						
Authorization Level	0	3	3	3	5	5
Estimated Outlays	0	3	3	3	5	5
Demonstration Grants for Community Initiatives <sup>b</sup>						
Authorization Level	0	0	0	0	6	6
Estimated Outlays	0	0	0	0	1	4
Transitional Housing Assistance						
Authorization Level	0	25	25	25	25	25
Estimated Outlays	0	15	24	24	25	25

Continued

**TABLE 2. Continued.**

	By Fiscal Year, in Millions of Dollars					
	2002	2003	2004	2005	2006	2007
National Domestic Violence Hotline Enhancement						
Estimated Authorization Level	0	5	5	5	5	5
Estimated Outlays	0	1	4	5	5	5
Services for Children Exposed to Domestic Violence						
Authorization Level	0	20	20	20	20	20
Estimated Outlays	<u>0</u>	<u>2</u>	<u>16</u>	<u>19</u>	<u>20</u>	<u>20</u>
Subtotal, Title II						
Estimated Authorization Level	0	53	53	53	236	236
Estimated Outlays	0	21	46	51	76	198
<b>Title III - Adoption Opportunities</b>						
Adoption Opportunities						
Estimated Authorization Level	0	40	41	42	42	43
Estimated Outlays	0	2	28	37	39	41
<b>Title IV - Abandoned Infants Assistance</b>						
Abandoned Infants Assistance						
Estimated Authorization Level	0	45	46	47	48	49
Estimated Outlays	0	2	33	43	46	48
Administrative Expenses for Abandoned Infants Assistance						
Estimated Authorization Level	0	2	2	2	2	2
Estimated Outlays	<u>0</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>2</u>
Subtotal, Title IV						
Estimated Authorization Level	0	47	48	49	50	51
Estimated Outlays	0	4	36	46	48	50
Total Proposed Changes						
Estimated Authorization Level	0	350	356	363	552	558
Estimated Outlays	0	39	189	282	359	501
Total Spending Under S. 2998						
Estimated Authorization Level	254	533	539	546	552	558
Estimated Outlays	231	272	384	464	519	555

NOTES: Components may not sum to totals because of rounding.

- a. The 2002 level is the amount appropriated for that year for programs authorized under the Child Abuse Prevention and Treatment Act, the Child Abuse Prevention, Treatment, and Adoption Reform Act of 1978, the Abandoned Infants Assistance Act of 1988, and the Family Violence Prevention and Services Act. The 2003-2005 amounts are current authorization levels for certain programs under the Family Violence Prevention and Services Act.
- b. The Family Violence Prevention and Services/Battered Women's Shelter program, National Domestic Violence Hotline, and Demonstration Grants for Community Initiatives programs are currently authorized until 2005. Table 2 shows only new authorizations. See text for a description of authorizations.

**Child Abuse Prevention Programs.** S. 2998 would authorize \$120 million in 2003 for the Child Abuse and Neglect State Grant program and the Child Abuse Discretionary Activities program and such sums as may be necessary in 2004 through 2007. The state grant program provides formula grants to states to improve child protection services. The discretionary activities program awards funds to other public agencies or private organizations for specific child abuse prevention projects. The two programs were funded at \$48 million in 2002.

**Community-Based Resource Centers.** The bill also would authorize \$80 million in 2003 and such sums as may be necessary over the 2004-2007 period for grants to support community-based efforts to develop and expand initiatives aimed at the prevention of child abuse. The program is funded at \$33 million in 2002.

## **Title II - Amendments to the Family Violence Prevention and Services Act**

Title II of S. 2998 would reauthorize and revise programs currently authorized under the Family Violence Prevention and Services Act. This title also would create two new programs. CBO estimates that S. 2998 would authorize a total of \$53 million in 2003 and about \$630 million over the 2003-2007 period for all programs under title II. The Family Violence Prevention and Services Act already authorizes most of these appropriations through 2005, and this bill would extend the authorizations through 2007.

**Family Violence Prevention and Services/Battered Women's Shelter Program.** The bill would extend the authorization of the Family Violence Prevention and Services/Battered Women's Shelter program from 2005 through 2007. The program provides grants to states to provide shelter and assistance to victims of domestic violence. The current authorization is \$175 million annually through 2005. The program is funded at \$124 million in 2002.

**National Domestic Violence Hotline.** S. 2998 would authorize \$5 million in each year from 2003 through 2007 for the National Domestic Violence Hotline. The hotline is a national toll-free telephone hotline that provides information and assistance to victims of domestic violence throughout the United States. The program currently is authorized at \$2 million annually through 2005 by the Family Violence Prevention and Services Act, and received an appropriation of that amount in 2002.

**Demonstration Grants for Community Initiatives.** The bill would extend the authorization for grants for community initiatives through 2007. The program awards grants to nonprofit organizations to coordinate domestic violence intervention and prevention programs in local communities. The program is currently authorized at \$6 million annually through 2005 and is funded at \$6 million in 2002.

**Transitional Housing Assistance.** S. 2998 would authorize \$25 million in each of the fiscal years 2003 through 2007 for housing assistance for victims of domestic violence. The program was authorized at \$25 million for 2001, but the program has never been funded.

**National Domestic Violence Hotline Enhancement.** The bill would authorize \$5 million in 2003 and such sums as may be necessary in years 2004 through 2007 for the creation of a national website that would link domestic violence shelters, service providers and the National Domestic Violence Hotline.

**Services for Children Exposed to Domestic Violence.** S. 2998 would authorize \$20 million in each year from 2003 through 2007 for a new competitive grant program for domestic violence shelters and other service providers to run programs to address the needs of children of abused parents.

### **Title III - Adoption Opportunities**

The bill would authorize \$40 million in 2003 and such sums as may be necessary for the next four fiscal years for the Adoption Opportunities program currently authorized under the Child Abuse Prevention and Treatment and Adoption Reform Act of 1978. The Adoption Opportunities program provides funds to organizations for programs to eliminate barriers to adoption. Projects include a national adoption exchange system, legal services programs, and programs to increase the adoption rates of minority children. These activities are funded at \$27 million in 2002.

### **Title IV - Abandoned Infants Assistance**

S. 2998 would authorize \$45 million in 2003 and such sums as may be necessary for the next four fiscal years for the Abandoned Infants Assistance program currently authorized under the Abandoned Infants Assistance Act of 1988. That program provides funds to public and private organizations for programs that prevent abandonment of infants with HIV/AIDS, assist abandoned infants, and recruit and train foster parents and health and social services professionals. The bill also would authorize about \$2 million in each fiscal year for administrative expenses. The program is funded at \$12 million in 2002.

**PAY AS YOU GO CONSIDERATIONS:** None.

## **INTERGOVERNMENTAL AND PRIVATE SECTOR MANDATE**

S. 2998 contains no intergovernmental or private-sector mandates as defined in UMRA. The bill would authorize \$350 million in grants in 2003 (\$2.2 billion over the 2003-2007 period), and a significant portion of those funds would be available to state, local, and tribal governments. Any costs those governments incur to fulfill requirements of the grants would be considered conditions of assistance and thus voluntary.

## **PREVIOUS ESTIMATE**

On April 4, 2002, CBO transmitted a cost estimate for H.R. 3839, the Keeping Children and Families Safe Act of 2002, as ordered reported by the House Committee on Education and the Workforce on March 20, 2002. In most cases the estimated authorizations of appropriations in S. 2998 are identical to those in H.R. 3839; however, S. 2998 would create three new programs and would authorize higher appropriations for the National Domestic Violence Hotline.

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